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ABSTRACT

This booklet is the second in a series of five published in connection with the Guam Assessment of Educational Needs. Collectively, the series represents an effort to identify and validate the most critical education needs for the Guam schools so that improved educational opportunities can be developed for Guam students. This document describes the development of a value bank for long-range educational planning. The values presented in the booklet were identified by six committees during the process of analyzing the educational concerns of Guam and translating them into critical needs. The value bank is divided into 20 sections that include administration, adult and continuing education, community relations, curriculum, didactic methods and materials, facilities and plant, finance, libraries, planning and research, policymaking, pre-school and kindergarten, pupil personnel and guidance, special pupil services, governmental policies, school lunch and custodial services, summer school and extended day, teachers and staff, transportation, and vocational education. (Author/DN)

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WORKING PAPERS
FOR AN
OPERATIONAL PHILOSOPHY OF EDUCATION
IN THE
GUAM SCHOOLS

Submitted to the
GUAM DEPARTMENT OF EDUCATION

by

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FOREWORD

This booklet is one of a series of fine booklets produced in connection with the Assessment of Educational Needs in Guam. It represents a new way of looking at values for decision making and for educational planning.

The first part of the title, "Working Papers," indicates that the values herein are a beginning--a kind of first-draft copy--for a more thorough and comprehensive operational philosophy of education for the school system in Guam.

The values presented in this booklet were identified by the various committees as they analyzed the concerns assigned to them and winnowed them into critical needs. Thus, the contents of this booklet represent the beliefs of the various committee members participating in the Needs Assessment Conference which was held at the John F. Kennedy Senior High School on December 8-9, 1972. The results of the Committee's work are presented in this and four other booklets which are a part of the total needs assessment series. The underlying purpose of all of these booklets, of course, is to bring about improved educational opportunities for the students in Guam.

Jefferson N. Eastmond
WERI President

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THE BEGINNING OF A VALUE BANK
FOR LONG-RANGE PLANNING

There is no system of philosophy to spin out. There are no ethical truths; there are just clarifications of particular ethical problems. Take advantage of these clarifications and work out your own existence. You are mistaken to think that anyone ever had the answers. There are no answers. Be brave and face up to it.

- Donald Kalish, Philosopher -
U. C. L. A.

An operational philosophy of education should be a dynamic, practical instrument that is used periodically or continuously for making decisions on school matters at all organizational levels and by all personnel.

The problem, of course, is that the typical, "once-per-decade," published statements of educational philosophy do not meet such requirements. Consequently, educators must revise their notions about the descriptive characteristics of an operational philosophy of education.

Perhaps the best way to describe one new concept of an operational philosophy is to refer to it as a "value bank." This phrase has the same meaning as associated with the storage and retrieval of facts and information which is known as a "data bank." The "value bank" idea has, by necessity, become mandatory for modern educators in the same way that the "data bank" notion developed to the point where it replaced the voluminous factual reports that were previously published annually.

The fermenting factors that helped to bring about the replacement of biennial and annual reports were rapid changes in society, new technological developments such as the computer, and the emergence of modern management principles, all of which required a continuous flow of information for sound decision-making. Thus, the biennial and annual reports, which have long served as baseline data and were required by law, became obsolete in concept, woefully inadequate for modern management information systems, and have been replaced by data banks and instant communication devices.

In much the same way, and basically for many of the same reasons, an enlightened educational leadership now requires far more than a "once-per-decade," officially adopted statement of educational philosophy to serve as the basis for sound decisions. In a setting of new and innovative ideas, pressures to fund new programs, increased teacher militancy, and a host of other challenges that bombard a modern school system, the concept of a dynamic "value bank" appears to be an absolute necessity for the policy-makers and decision-makers. Linking this conclusion to the position that these functions should be shared by all school personnel makes the establishment and maintenance of a value bank an item of first priority.

As the six Needs Assessment Committees winnowed concerns into critical needs, they made explicit all of their agreed-upon value statements. By collecting all such statements and then reclassifying them according to

functional categories commonly used by school administrators, the start of a value bank has been organized. Hopefully, this beginning will serve as the basis, a skeleton, for a more complete value bank or operational philosophy that can be compiled in the future for the Guam School District. Such a value bank can be helpful in decision making and can serve as a guidance mechanism in long-range planning.

1. Administration and Management.

We believe:

- a. Administrative support for teachers in the classroom should be wholehearted and adequate as evidenced by (1) adequacy of supplies and equipment, (2) fairness in apportionment of available supplies, (3) availability and adequacy of in-service training and opportunities for professional development for all staff members, (4) recognition of local needs, (5) awareness of local conditions and problems, (6) quality of leadership in curriculum development and new and innovative educational programs, (7) early assignment of staff members (most certainly before the middle of August), and (8) and so on. (This list is not all inclusive but merely illustrative of the kind of administrative support that is needed on Guam.)
- b. The principle of accountability should begin at the Central Office. There should be complete and regular reporting and evaluation for every office and for every administrator.
- c. Communication between the Central Office and teachers and building administrators should be greatly improved to provide better understanding of problems and policies enacted to solve these problems. It is important that teachers understand why certain actions have been taken by the Central Office. There should be an "open climate" in the school system.
- d. Innovative programs, especially those funded with Federal support, should not be discontinued when Federal funds run out. Plans and monies should be provided to assure their continuance assuming the program is successful. If the program is unsuccessful, the Central Office should publish the evaluation which resulted in the program's discontinuance.
- e. Periodic checks should be made to insure that money budgeted for supplies was actually spent on supplies, and that these supplies were delivered to the school which ordered the supplies in the first place.
- f. A policy of a directional nature should be forthcoming from the Central Office. All administrators should be well qualified and competent. Politics and race should not be factors in job selection. Also, appointments should not be made because of family connections.

- g. New programs should have adequate preparation and support from the Central Office.
- h. "Red tape" on the part of the D.O.E. must be cut to the minimum. Paper work requirements should be streamlined and eliminated whenever possible.
- i. Repairs to present school facilities should be made promptly and efficiently.
- j. The top administrators should visit more frequently in the various schools and observe in the teachers' classrooms.
- k. More teachers and school administrators should come to feel that they have the complete and unfailing support of the Central Office. Suspicion and disunity must be eliminated from the Guam School System.
- l. The administrators should evidence their interest in the development of the local community by taking an active part in community affairs and helping to push for things needed in Guam.
- m. Before local people are hired as school administrators, evidence should be available that they really are equally qualified in every way with stateside personnel. No organization can be better than its administrators of all levels. Weak personalities and ineffective persons in leadership positions must be replaced.
- n. An efficiency expert should be called in to make recommendations for better school administration. The Central Office should strive for continuity and consistency in developing school attendance policies and uniformity in enforcing attendance to the school assigned.
- o. Everyone in the central administration should be housed under the same roof to facilitate communication and coordination of various programs.
- p. The Department of Education should complete a yearly survey of all school employees who do not return to teach on Guam. They should be asked for the reasons why they did not remain in Guam and for their general suggestions for reducing the teacher turnover. This information should be used to attack the problem of school-employee turnover in a systematic way.

- q. There are many incentives which could be used to make employment in Guam more attractive: allowance for actual experience on Guam, sabbatical leaves, housing benefits, salary increases, better working conditions, etc., to name but a few of the most important.
- r. Consideration should be given to recruiting and training more local Guamanians to serve as teachers, staff members, and administrators to reduce the dependency upon contract personnel.
- s. School-employee turnover should be as low as possible but certainly not higher than 25% per year.
- t. Experience in Guam should be a key factor for any major advance on the salary schedule.
- u. The Learning Resource Center should service schools at least twice a week. They should also speed up the maintenance and repair of equipment sent in for servicing.
- v. There should be a smaller teacher/pupil ratio.
- w. Teachers need help and supervision from principals, supervisors, and other professional experts on a regular, continuing basis.
- x. Teachers and administrators need to discharge their respective responsibilities efficiently with thoroughness and professionalism readily apparent.
- y. The role of the principal and of the supervisor should be clearly defined so the expectations and responsibilities are easily understood by both teachers and administrators.
- z. Principals should be given more assistance and freed of some administrative responsibilities so they may devote more time to teacher supervision.
- aa. More supervisors should be hired so there will be no excuses for not getting the supervision job done properly.
- bb. Perhaps principals and supervisors should be rated by the teachers on the quality and quantity of their supervision. These reports, if used, should be strictly confidential and should go directly to the district office.

2. Adult and Continuing Education.

We believe:

- a. The large numbers of native Guamanians who have not had schooling opportunities and the large number of students who currently drop out of school necessitates a strong program of adult education for Guam.
- b. Only qualified teachers should be used in teaching adults. Also, the teachers should be carefully screened for ability to relate well to adults and to hold their interest.
- c. Adult-education programs which are too academic in their orientation tend to scare adults who want to learn but hesitate to compete for a grade.
- d. While adult programs in basic education and vocational education need to be expanded and upgraded, there is also a need for more courses of general interest and of a recreational nature, such as consumer education, child care, home improvement, arts and crafts, sewing, music, dancing, food preparation, gardening, landscaping, current events, politics, world geography, world cultures, small engine repairs, hobbies, physical education, etc.
- e. More adult classes should be offered during the day-time hours, but the late afternoon and evening should also have its fair share. Periodically, there should be surveys made which ask the adults the most desirable times to hold adult classes. These surveys should be followed rather closely in scheduling classes.
- f. Likewise, periodic surveys should be made of which kind of classes the adults in a community would like to have offered. These preferences should be followed if at all possible.
- g. Radio and television should be used to supplement adult classes and also to advertise the adult class offerings.
- h. The adult education program, in all three phases--basic education, vocational education, and general education--should be funded adequately.
- i. A form of the community school should be attempted on Guam. Pilot programs in using the school day and night, all year long, should be established as quickly as possible. If successful, they should be expanded to other schools in other communities.

- j. Some forms of recognition, such as special certificates, might serve as motivation to some adults to continue in adult classes until completion.
- k. Some adult classes should aim at helping native adults understand and cope with the social and economic changes taking place on Guam.
- l. The need for environmental protection and the development of island-wide community pride should be fostered through the use of radio, newspapers, local groups, etc.
- m. Perhaps the consumer-education teachers can be encouraged to prepare some concise programs for presentation over radio and television which will help educate the general public and protect them from fraudulent practices.
- n. There should be a crash program to educate parents about the problems of drug abuse involving children and about positive steps which can be taken to protect their children from these problems.
- o. There should be some program for the drop-outs, to encourage them to come back to school, to enroll in adult basic education, general education, or vocational education. Special sections of adult classes for the teen-aged drop-out may be a real possibility.

3. Community Relations.

We believe:

- a. There should be community and/or school sponsored clean-up campaigns in which adults and students join forces to pick up the trash and litter and hand it to designated locations to be covered with fill material to help make more land.

4. Curriculum and Content.

We believe:

- a. Information must be provided to the students and to the general public to halt and even reverse the trend towards carelessness and environmental deterioration. Guam's environment is fragile so all must learn how to protect it.

- b. Our schools have a responsibility to cooperate with governmental agencies and authorities to teach about environmental pollution and how to control it.
- c. Each child must learn about different forms of pollution (land, water, air, noise, etc.) and the damage that pollution causes to the "quality of life." Each child must also learn appropriate steps which can be taken to correct these problems through his own efforts and through the efforts of others.
- d. An adequate curriculum guide and related teaching materials should be prepared to acquaint the students with the environmental problems existing on Guam and how to correct them. The full scope of the guide should be determined by experts, but it should treat, among other things, the following problem areas: (1) Need for more fresh water, (2) need to clean up the rivers, lagoons, and beaches, (3) need to protect the reefs, (4) need to protect wild life and plants, (5) need to control littering, (6) need for better garbage collection, (7) need to set standards for the control of air pollutants and excessive noise, (8) and so on.
- e. Environmentally-oriented programs should be established, possibly as part of science and social studies, in all schools, elementary and secondary.
- f. Students should be taught to set the proper example for the adults by not littering the school grounds.
- g. There should be extensive efforts to beautify the island. The schools should assist by providing classes in landscaping and in home and community beautification.
- h. Accurate and factual drug information should be readily available to all students. Such information should be disseminated as part of an over-all drug education program in the schools and supplemented by public information disseminated over the radio and in the local newspaper.
- i. Classes in psychology may assist the young people to understand themselves better and how to legitimately meet their needs and solve their personal problems without the necessity of trying to find short cuts through drugs.
- j. Efforts should be made to acquaint the students with the problems commonly associated with the excessive use of alcohol.

- k. Ethnic pride is a basic human right. It is desirable and worthwhile to retain the Chamorro language and cultural values.
- l. Chamorro should be given official status and recognition by having it taught in the schools to all students from a Chamorro background.
- m. Everybody who comes to Guam should learn to speak a little Chamorro. Students of stateside parents should be provided the opportunity to study Chamorro in school if they choose.
- n. There should be other foreign language study available for the stateside youngsters, preferably one of their own choosing.
- o. An improved Chamorro language program should be designed as quickly as possible for use in the bilingual programs and for use in elective Chamorro language classes in the high schools.
- p. Consideration should be given to the desirability of teaching some Japanese in the Guamanian schools.
- q. Since schools are very much culture-creating institutions, students from Chamorro backgrounds should have their cultural knowledge expanded and kept alive at school.
- r. No student should feel uncomfortable at school because he is from a different cultural background than the students and teachers who come from the United States.
- s. Every student who attends school in Guam, even those who are temporary, should become acquainted with the indigenous culture of the island and the various cultures of Micronesia which are near-by. These cultures should be studied in school to assist students in being more aware of cultural differences and more tolerant of them.
- t. An elective course should be provided in the high school curriculum to permit an in-depth study of local and Pacific cultures.
- u. A greater knowledge of island history ought to be had by all students and by all adults as well in order to understand how the island has arrived at its present state and to understand its problems and attempted solutions.

- v. All students should understand the processes involved in cultural change so they may selectively seek to preserve certain values and conditions while permitting others to be modified in selected ways.
- w. Instruction in driver training should be provided for all students in Guam. Such training should be required for high-school graduation.
- x. More emphasis should be placed on driver education as a course. However, there ought to be a separation of classroom training and behind-the-wheel training.
- y. Preferably, driver education should be offered in the junior high school at the 9th-grade level prior to a students turning sixteen.
- z. An optional driver training course for operating motorcycles should be offered.
- aa. A traffic safety program should be provided for the elementary schools to teach the children proper habits of safety on the public roads.
- bb. The present social-science curriculum of the senior-high school should be modified to include a special, required course which will deal with consumer information, legal information, and civil procedures.
- cc. Some appropriate topics for this course are the following: buying and selling, renting and leasing, advertising, contract purchasing interest rates, hidden costs, mortgages, taxes, savings, checking accounts, banking procedures, investments, insurance, social security, warranties, fraudulent practices, legal requirements, local laws, civil procedures, standard business practices, corporate law, etc.
- dd. A similar course should be offered at night, on Saturdays, or in the summer to adults in the community.
- ee. Slow learners need to learn all of the things that average students need to learn but they need to learn them at their own pace.
- ff. It is critical that the slow learners be taught basic English communication skills.

- gg. As life on Guam increases in sophistication, the need becomes greater for all Guamanians, especially the natives, to expand their facility with the English language.
- hh. Oral fluency and comprehension of standard American English is a necessary prerequisite to success in learning to read the language.
- ii. Concepts related to effective family life should be integrated into the school's curriculum at all levels, K-12.
- jj. Simply covering the biological aspects of sex in a high-school course is not truly sex education. Sex must be tied to family life in all of its aspects and must be introduced in terms which the students can understand at much earlier levels than high school.
- kk. Family-life education (including sex education) is not coming from the home and is badly needed. Since the home is not willing to do the job, the schools must attempt to do the job and to do it well.
- ll. Careful attention should be given to the subject-matter of the family-life education program in all of the grades. Experts in the subject-area should be called upon to prepare the curriculum and the material to be used. Committees of parents, citizens, teachers, and school administrators should examine the content and materials before even a pilot program is launched.
- mm. Every student should learn to treat every other student and adult, regardless of race or socio-economic background, with respect as persons having rights equal to their own.
- nn. Every student should learn about the cultures of the people now living on Guam. The cultures of at least three groups of people should be taught in the schools: Chamorro culture, American culture, and Oriental culture. Understanding of differences should reduce animosity.
- oo. Course offerings at the secondary level should be broadened and more options opened up to the students for selecting the classes they want to take.
- pp. Since math is a tool subject and needed for further training in college, vocational school, or in daily life, it must not be neglected.
- qq. Since test scores in math are less affected by proficiency in English than reading or language arts, it seems reasonable to expect all Guamanian students to be able to achieve in mathematics as well as students in stateside schools.

- rr. More emphasis should be given to vocational math and to consumer-personal math in the high-school math program.
- ss. The arbitrary distinction between school or curricular activities and extra-curricular activities should be removed. Perhaps the term "co-curricular" activities should be used.
- tt. Greater emphasis should be given to providing a varied and rich co-curricular activities program at each school, including elementary, with quest activities, clubs, dramatics, art shows, sports, recreation, hobbies, pursuit of avocational interests, etc.

5. Didactic Methods and Materials.

We believe:

- a. In the elementary schools especially, a totally "non-graded" school will permit the gifted and talented students to proceed more quickly through the subject-matter curriculum of the school and also go into each subject at greater depth than would the average and slower students, providing them with more of a challenge.
- b. If non-grading is not possible at the present time, a special program with special materials suitable for the gifted students should be provided to assist the teachers in providing enrichment opportunities and individualized, personalized instruction for the gifted.
- c. In some instances, current school policies should be modified to permit some gifted students to move more quickly into the high school. Otherwise, a program should be developed so that gifted students may pursue high-school level studies while still in elementary school.
- d. There are several areas that are very important for the gifted students. One area is creativity. Imagination and originality should be sought for and encouraged. Another area, among others, is the language arts. The gifted students should be given opportunities to participate in dramatic productions, to give speeches, to try their skill in debating, etc.
- e. The present arrangements for the gifted students to take courses at the University of Guam, pursue "guided studies," take correspondence courses, etc. should be continued and even expanded.

- f. The gifted students should have some appropriate recognition for their academic achievements. At the elementary-school level, possibly the creation of an "honor's club" might be sufficient. At the secondary-school level, the "honor-roll" and similar devices may provide adequate recognition.
- g. Evaluation of the achievement of the gifted students should stress exploration in depth as well as creativity. Standards for excellence should be kept high to provide the gifted with a real challenge.
- h. The present practice of placing some gifted students in "special education" classes should be stopped immediately.
- i. At the secondary level, such programs as "honors" with its different graduation requirements and "advance placement" which allows high-school students the chance to earn college credit while in high school by taking special classes should be explored. If possible, they should be attempted in Guam.
- j. Instruction designed to meet the needs of all of the children will judge each child by the best that he can do and allow him to proceed at his own rate, not by progress through a graded school based on subject-matter mastery.
- k. Children should not be grouped simply on the basis that every child of the same chronological age needs the same subject-matter content for the same identical length of time.
- l. Extensions of the non-graded primary concept should be included in the upper grades and in the secondary schools as rapidly as possible. Although the specific format may be different, some accommodations must be made for student differences in rate of learning, general ability, and readiness at all levels.
- m. At the elementary level, children should be encouraged to progress through the eight levels as rapidly as possible. Some extra help may need to be given to students who require more than four years to achieve the desired objectives.
- n. All teachers of the same level(s) throughout the system should agree on the goals and objectives for that level(s). The principals should also concur.
- o. Other academic, social, and emotional factors besides reading achievement should be used as assignment criteria to the different levels.

- p. Grade four teachers must tackle the problem of permitting students to come from the non-graded primary unit whenever they are ready with a minimum of difficulty and adjustment. This problem could be largely solved if almost all of the fourth grades used individualized, personalized instructional procedures.
- q. There should be agreement on the length of time devoted to reading and language instruction in the elementary-school grades. This agreement should be reflected in percentages of time which should be used at each level and in each grade.
- r. The various perceptual and coordination skills are not sufficiently identified for the primary and intermediate grades. Work should be done on spelling them out and including them in the school curriculum.
- s. In most cases, children should be kept in some kind of social grouping which would allow the youngsters to identify with their age-mates, regardless of the adjustments made to teach them at their individual levels of readiness.
- t. Open rap sessions may also help the young people to compare notes with other peers, to compare stresses and tensions, and to gain insight from the reactions and feedback obtained from the group interaction.
- u. There should be free medical and mental health treatments for all students caught up in drug problems. Facilities to provide such treatment are needed at the village level.
- v. A community drug analysis center should be established with trained personnel (including psychologists) and with the opportunity to interact with sympathetic counselors for the rehabilitation of students who persist in using drugs.
- w. Being able to interact with teachers or teacher aides in Chamorro will give students from Chamorro backgrounds the opportunity to participate fully in the learning process, utilizing all of the knowledge and background picked up from daily living with their families.
- x. By taking advantage of all facets of a native child's knowledge, the schools will be able to teach him other subjects, including English, more easily and more fully.
- y. The TESL program should be replaced by the bilingual program as quickly as possible for all students from a Chamorro background.

- z. Chamorro language and culture programs should be produced for presentation over local radio and television stations.
- aa. Adequate teaching materials and audio-visual aids should be prepared or purchased for use in teaching the Chamorro language and culture curricula.
- bb. These materials should be designed to help native students feel that the school system is also theirs and not transplanted from the "States."
- cc. These materials should also be designed to focus more on what has been here on Guam, what is here now, and what is likely to be here in the future.
- dd. The term "culturally different" should be substituted for the term "culturally disadvantaged" in speaking or writing about children from native backgrounds.
- ee. More concern and appreciation for the local culture should be evidenced by all teachers and administrators employed to work in the Guam School System.
- ff. English and reading texts developed for American schools should not be used to instruct non-native speakers in the basic English communication skills.
- gg. Sufficient numbers and variety of appropriate English and reading texts and materials should be provided to all schools, not just the target schools.
- hh. Audio-visual materials should be carefully screened and the most suitable purchased for use in the local programs for teaching basic English communication skills. Additional local materials should also be developed.
- ii. Either the stateside children should not be assigned to a Chamorro teacher, or the teacher should be screened to make sure he knows how to speak good, clear English.
- jj. Class discussion and oral participation on the part of the students should be encouraged in all grades. Teachers should use drama and role playing techniques whenever appropriate. Generally, teachers should talk less.

- kk. A tutoring program which uses older students under teacher supervision to tutor students having difficulty should be considered. All students used should be volunteers and the time used should be controlled so that the tutor's own work does not suffer.
- ll. More up-to-date training aids, such as driving simulators, should be provided for driver education.
- mm. Sufficient numbers of trained teachers should be hired to fully staff the expanded driver education program.
- nn. Sufficient numbers of training automobiles should be provided to accommodate the expanded driver education program and allow each student sufficient behind-the-wheel experience to enable him to demonstrate proficiency.
- oo. Smaller classes at the elementary-school level would assist teachers in meeting the individual needs of all students, but especially those of the slow learners.
- pp. There should be free tutoring provided for slow learners during after-school hours.
- qq. There should be free remedial programs for slow learners during part of the vacation periods.
- rr. More teachers should be encouraged to individualize and personalize their classroom procedures. More instructional materials suitable for allowing students to proceed at their own pace should be provided.
- ss. More teachers should be encouraged to use various forms of ability grouping, trading off fast and/or slow students for differentiated instruction in the skill subjects, etc.
- tt. Teachers should be very careful not to tag a student with the label "slow learner." Students should be protected from unflattering comparisons and labeling.
- uu. Other students should be encouraged to feel that the slow learner has some unique talents and ways of doing things which deserve respect and admiration. They should learn to be tolerant of the slow learner and respect him for his individual personality.
- vv. More sophisticated formulation and expression of abstract concepts--happiness, freedom, patriotism, love, concern, empathy, etc.--will deepen and enlarge conceptual understanding for the students, with corresponding implications for improved behavior.

- ww. Development of better reading ability for secondary school students will pay dividends in terms of the students' increased ability to succeed in the other academic subjects of the high-school curriculum.
- xx. Development of the native students' own language will also pay dividends in terms of the students' increased ability to comprehend and expand their second language.
- yy. All secondary teachers must be language teachers. Maximum language usage must become a major focal objective in all classrooms.
- zz. Actual participation in oral-English activities--discussions, reports, speeches, dramatics, skits, radio and television presentations, debates, etc.,--will facilitate maximum language development for all students, providing that all students participate.
- aaa. There should be a remedial TESL program for all native and foreign-born students who lack adequate English-communication skills at the junior-high school level. This program should also be continued into the senior-high school for the students who have not made sufficient progress by the time they leave the junior-high school.
- bbb. There should also be a regular remedial program for all stateside students who lack adequate English-communication skills at the junior-high school level and continued, if necessary, into the senior-high school level.
- ccc. Students should interact with competent, qualified teachers of all the different races and cultures living on Guam. If the teachers from the different cultures are well-trained and competent, the students will perceive that competence is possible regardless of racial background. If respected and admired teachers set the proper example by being tolerant and friendly with each other, regardless of race or cultural background, the students will better understand that they do not need to be defensive because of their own race or background and that they too can succeed with effort.
- ddd. Students from different cultural backgrounds should be given many opportunities to mix together in committee work, extra-curricular activities, social groups, recreational activities, and other supervised school activities. The school should promote the social development of young people as well as their intellectual development.

- eee. Student leaders should be challenged to undertake a study of the problem and together with other students and teacher advisors, should come up with some plans to help students in their school understand each other better and live together in greater peace and harmony.
- fff. The use of alcohol by students should be controlled and eliminated if at all possible.
- ggg. Although the number of students who drop out of school is less now than formerly, the number is still too high and must be reduced.
- hhh. Teachers must be more aware of their responsibility to make school interesting and profitable for all students. They must build each student, in a positive manner, to the point where he experiences enough feelings of success that he will want to remain in school through graduation.
- iii. More remedial English communication skill classes will probably help to reduce the drop-out rate.
- jjj. More emphasis upon Chamorro language skills for native youngsters and more awareness of their unique cultural heritage will probably help to reduce the drop-out rate.
- kkk. More adequate vocational education and vocational counseling will probably help to reduce the drop-out rate.
- lll. More interesting and varied extra-curricular activities, recreational activities, and physical-education activities will probably help to reduce the drop-out rate.
- mmm. Better disciplinary procedures will probably help to reduce the drop-out rate.
- nnn. Care should be taken not to suspend or expel students without good reasons and then only as a last resort.
- ooo. Allowing students to assume responsibilities as they progress through school could be helpful, responsibilities for planning, for leadership, for tutoring, for involvement in work-study programs, etc. Both student freedom and responsibility should increase with maturation.
- ppp. Enforcement of school rules should be consistent. Students should know there are limits and that the limits will be enforced for all students.

- qqq. Students should be shown appreciation and given recognition for their endeavor and accomplishments.
- rrr. There should be sufficient teaching materials and supplies provided for all schools and for all teachers.
- sss. Math teachers should be able to individualize and personalize the instruction of mathematics. They should also be able to use techniques which will help students like math instead of disliking it.
- ttt. Remedial programs in teaching English appear to be paying off. There should be similar programs for students who are weak in math concepts and/or computational skills.
- uuu. There should be adequate supplies and materials for teaching math in all math classes.
- vvv. Parents and other persons from the community should also be involved in the co-curricular program, both as spectators and as resource persons.
- www. A form of the "community school" may well be tried to provide an activity program for the adults as well as for the students to stimulate a wider use of school facilities.
- xxx. The co-curricular program should be so varied and so attractive to students that the large majority will voluntarily participate.
- yyy. Surveys should be made periodically of those students not participating in the co-curricular activity program to ascertain the reasons why they are not participating. The school should make every effort to remove those obstacles to full participation identified by the survey.
- zzz. Elementary-school teachers especially need to sponsor "quest groups." In the quest group, students usually pursue a particular area, hobby, or skill for possibly six weeks. Then they are permitted to change to another quest group.
- aaaa. Some of the secondary teachers should offer "mini-courses" as an extension of the quest idea for secondary-school students.
- bbbb. Intra-mural sports should be sponsored as part of the co-curricular activity program to make school more attractive for over-age students and slow academic learners.

6. Facilities and Plant.

We believe:

- a. There is a need for a more realistic maintenance and replacement policy on school facilities and large pieces of equipment.
- b. Someone who is expert in the area of designing facilities for vocational and technical education should be provided to work with the teachers and the architect to design new facilities and to remodel older facilities to allow for improved and expanded programs in vocational-technical education.
- c. All of the classrooms used for special education should be designed for that purpose with adequate facilities and equipment.
- d. The school for the deaf and the blind should be housed in our larger facility with appropriate equipment and adequate materials.
- e. Either an extension should be constructed to the present Brodie Memorial School or another school should be built in another part of the island.
- f. An adequate pre-vocational facility for the handicapped and disturbed students should be provided as quickly as possible.
- g. Recreational and physical education facilities should also be provided for handicapped youngsters.
- h. All kindergartens should be housed in a facility especially designed for kindergarten. Adequate playground equipment should also be provided.
- i. Steps should be taken immediately to provide adequate expansion of kindergarten facilities to accomodate anticipated future growth on Guam.
- j. There must be air-conditioned film rooms to show films and film strips which require a darkened room, at least two in every school.
- k. The audio-visual equipment should be kept in rooms, preferably air-conditioned which can be securely locked to prevent theft.
- l. There should be at least one TV set for every five classrooms in the schools.

- m. There should be at least one photographic darkroom in each junior and senior-high school.
- n. All schools need auditoriums, gymnasiums, and well-lighted display areas for student art products.

7. Finance.

We believe:

- a. All schools should be equally funded on a per-pupil basis without regard to location or to the racial characteristics of the students attending.
- b. Guam funds should be used to bring schools who have not qualified themselves as "target schools" using Federal funds up to the same level as the target schools.
- c. Each school should allocate supply and equipment monies to elementary-school teachers and to secondary-school departments on a per-pupil basis. Any exceptions should be justified extensively so all may understand the reasons for the imbalance.
- d. With more adequate funding, staffing patterns more conducive to student learning and needed programs may be implemented.
- e. Sufficient funds are needed to encourage qualified educators to remain in Guam and make it their home.
- f. There is a need for special project funds of many kinds. For example, clerical help needs to be provided for school counselors so they will have more time for counseling. There are many of these kinds of examples.
- g. Guam must not fall further behind in the quality of its educational offerings. The budget must keep pace with enrollment increases and should be accelerated if possible to make up for past losses.
- h. Inflation must also be taken into account in figuring the budget. There must be no further losses in terms of quality of the education program.
- i. There should be a policy of renting textbooks to the students to encourage their wise use and help pay for their replacement.

- j. More money should come from local sources rather than the Federal Government to provide for more continuity of various programs.
- k. There should be better accounting and a more equitable distribution of funds. Fewer monies should be placed in a "general" fund.

8. General and Miscellaneous.

We believe:

- a. There should be coordination and articulation between levels, grades, and different schools. A student must be able to transfer from school A to school B without serious interruption of his learning.
- b. There should be better articulation between the elementary and secondary levels and even between the secondary levels and the University of Guam.

9. Libraries and Media Centers.

We believe:

- a. The school libraries should be updated and improved so the gifted students will have sufficient materials to use in their independent study and research.
- b. More library books at the lower levels of reading difficulty should be provided.

10. Planning and Research.

We believe:

- a. There must be improved in-depth planning in Guam Education. This needs assessment is only a start since most educators are already aware of the needs. What remains to be done is to do some long-range, comprehensive planning to resolve these needs.
- b. The present non-graded primary units should be evaluated as quickly as possible, the goals and procedures agreed upon, and the whole program made standard throughout all of the elementary schools in the system.

- c. A totally non-graded elementary school and a partially or totally non-graded secondary school should be established on an experimental or pilot basis to develop curricular strategies and suitable approaches. There should be rigid controls so the following assumptions may be adequately tested: (1) a non-graded school provides an atmosphere in which individual differences can be more readily detected and accommodated, (2) a non-graded school allows students to be better adjusted, socially accepted, with an improved self-image; (3) a non-graded school will permit students to learn more than under the conventional system, (4) a non-graded school will lower the drop-out rate, (5) a non-graded school will solve problems associated with the slow learner and the gifted learner, (6) a non-graded school will produce less student frustration, resentment, and disliking for school.
- d. Careful study and evaluation should be made of the various bilingual programs so that it can be demonstrated to skeptical teachers and parents that native students do learn English faster and better than in a regular program where they were not encouraged to use their own language in the learning situation.
- e. The bilingual program should be carefully evaluated and perhaps expanded. But, in the meantime, sufficient TESL and remedial reading teachers in the Guam School System are essential.
- f. Both the experimental multi-media and bilingual projects should be carefully evaluated to determine if they better meet the needs of the slow learners. If they do, these programs should be expanded to more classrooms.
- g. The new Guam Readers should be carefully evaluated. If useful, it should be provided for all grade levels.
- h. Before the family-life education program is made available in all Guam schools, pilot programs should be tried in several schools to test student and community reaction. If necessary, modifications should be made. As soon as a reasonably successful program has been found, it should be expanded to all schools.

11. Policy Making.

We believe:

- a. The school board should be elected rather than appointed.

12. Pre-School and Kindergarten.

We believe:

- a. Early childhood education helps make the transition from home to elementary school much more pleasant and easier for the children and builds readiness for school learning.
- b. All kindergarten teachers should have been trained in early-childhood education and should keep up-to-date in their teaching methods.
- c. More teacher aides who know the Chamorro language should be assigned to assist the kindergarten teachers, at least one aide for every 15 students.
- d. More supplies and equipment should be provided for the kindergarten classes.
- e. The detection of students with health problems and students with learning disabilities should be accomplished in kindergarten insofar as possible.
- f. One of the primary objectives of the kindergarten program other than general readiness for school should be a better understanding of oral-English, especially for the native students.
- g. Another important objective of the kindergarten program should be the development of a positive self-image for all students.
- h. Still another important objective of the kindergarten program should be the development of group cohesiveness, the feeling of belonging to a group, with resulting social-skill development.
- i. Readiness building for level one should be the major objective of the kindergarten program. Included in this readiness is better understanding on the part of Chamorro students of oral English.

13. Pupil Personnel and Guidance.

We believe:

- a. Drug problems among young people highlight the pressing need for more and better trained counselors with whom young people and their parents can discuss their hopes, fears, frustrations, and problems, including drug problems.

- b. Guidance counselors assigned to the elementary schools should receive supplementary training in child growth and development and early childhood education and should also be stationed in the school to which they are assigned.
- c. Special testing should be done to verify a teacher's judgment regarding whether or not a student is a slow learner. Perhaps it will also help if a special group was assigned the responsibility of coming into a school to identify the slow learners.
- d. More adequate counseling will probably help to reduce the drop-out rate.
- e. School counselors should be given more responsibility to work with disruptive students to help them overcome their poor attitudes and improper behaviors.
- f. More attention should be given to working with the parents of students who are disruptive or who are potential drop-outs. Perhaps some of the counselors could be assigned to work directly with parents.

14. Special Pupil Services.

We believe:

- a. A good start has been made toward resolving the need for special education on Guam. However, more extensive services need to be provided to adequately meet the needs of the physically handicapped and emotionally disturbed youngsters.
- b. Communication between special education teachers and the parents of handicapped and disturbed youngsters must be improved. Greater efforts must also be made to convince parents of the advisability of enrolling their children in special education when the need has been demonstrated.
- c. All of the teachers of special education should have special training in teaching the handicapped or disturbed children. All of these teachers should be carefully screened to make certain they are mature and stable themselves and very patient with these children.
- d. More classes for the emotionally disturbed should be provided as quickly as the students have been identified by the screening committee.

- e. More classes for the handicapped should also be provided as quickly as the students have been identified by the screening committee.
- f. More extensive work experience programs should be provided for older handicapped students.
- g. More teachers should be provided to care for the needs of the homebound youngsters as quickly as they can be located.
- h. Carpeting on the floors of all special education classrooms would be of help in working with the disturbed and handicapped youngsters.

15. Governmental Policies.

We believe:

- a. Laws should be enacted whenever necessary to protect and clean-up the environment.
- b. The government should provide adequate garbage pick-up and disposal services.
- c. The government should take prompt action to develop water collection and purification systems, sewage treatment plants, etc.
- d. The government should also take steps to keep improperly cared for vehicles off the roads.
- e. More effective law enforcement is needed to stop traffic in drugs and to eliminate the illegal sources of drugs for young people.
- f. Encouragement should be given to the local radio and television stations to provide regular public-service programs in the Chamorro language.
- g. Perhaps teachers involved in this new class and their students can put some pressure to bear on the legislature to protect the citizens of Guam against land and stock swindles, to reorganize the court system, to more strictly enforce existing laws, etc.
- h. The schools should actively support the idea of a community fine arts center on Guam.

- i. The Department of Education or the government should keep our talented students on the island to serve their own people, rather than let them go away to serve other countries. If these students are bright enough to be scholars, then let the Department of Education or the government spend the needed amount for their education providing they agree to remain and work on Guam.

16. School Lunch and Custodial Services.

17. Summer School and Extended Day.

18. Teachers and Staff.

We believe:

- a. Teachers must keep up-to-date and have continued incentives and opportunities to upgrade and modernize their basic concepts of teaching and their own teaching skills.
- b. An in-service training committee should be established to coordinate and upgrade the various workshops and other opportunities for professional development.
- c. Guam Schools should attempt to involve personnel from the University of Guam in offering courses and programs to meet teacher in-service needs.
- d. Teacher training should be concerned with assisting teachers to create a more wholesome and effective learning environment for the students and with making teacher working conditions more satisfying and productive.
- e. While the in-service committee should make the final determination of specific programs, these are some of the needs which we perceive: (1) the need for the demonstration of various teaching techniques, (2) the need for teachers to be allowed to visit other teachers, both in the same school and in other schools, to observe different techniques and various other programs, (3) the need to browse through exhibits of new teaching materials and audio-visual aids, (4) the need for conferences which permit teachers to exchange ideas, (5) the need for workshops to learn of new research and new techniques and materials, (6) the need for planned travel experiences, and (7) the need to participate actively in teacher organizations.

- f. The in-service committee should seek periodically the suggestions of the various teachers and administrators regarding their preferences for in-service and professional development activities.
- g. If at all possible, the activities sponsored by the in-service committee should be held during working hours.
- h. Some incentives should be given to encourage teachers to participate in in-service training. If such programs were held during working hours, then required attendance could easily be justified. If held on the teacher's own time, perhaps a given number of training programs could be recognized in advancement on the salary schedule or in other ways.
- i. The sabbatical leave program for Chamorro teachers should be adequately financed so more teachers might participate. The program is a good idea for other teachers as well but may be too expensive to implement at the present time.
- j. A survey should be made of the different kinds of expertise available in the Guam School System and plans should be made to systematically use this expertise to benefit the teachers.
- k. The expertise available through the University of Guam should also be made available on a systematic basis to help the teachers.
- l. Teachers should be adequately screened before they are given tenure. Evaluation procedures should be both thorough and extensive.
- m. It may be of assistance to have select groups of teachers observe and evaluate other teachers instead of leaving all evaluation to the principal.
- n. Insights gathered by the teachers involved in experimental work should be shared with all other teachers so more ideas about helping other students might be generated.
- o. The teachers who are dry and uninteresting and who do not relate well to young people should be given more professional help and supervision than usual.
- p. Teachers who lack adequate professional training should be given increased opportunities to obtain that training at the University of Guam or off-island.

- q. When complaints are received from students or their parents, those teachers being reported should be observed even more than usual to ascertain whether the complaints are justified.
- r. Committees of tenured teachers should be asked to work with administrators in helping to define the teacher's role and the competencies and personal traits which ought to be associated with acceptable teacher performance and favorable rapport with students.
- s. Teachers should be expected to be actively involved in the co-curricular activity program to supervise and coordinate the activities, although some of these activities may well deserve released time from regular class work.
- t. More teacher aides and other para-professionals should be provided. An acceptable standard would be one teacher aide for every two regular teachers and one teacher aide for every special education and kindergarten teacher.
- u. The teachers of the junior and senior-high school remedial English programs (TESL and regular) should be experts in teaching English-language communication skills.
- v. There should be trained media specialists to care for the audio-visual equipment in all schools with enrollments of 400 students or more. They should be qualified to make minor repairs and adjustments.
- w. Trained personnel should be recruited to teach this new consumer-education course. Ideally, they should also be very familiar with economic conditions and practices on Guam.
- x. Other teachers may want to enroll in this new class. Every person should be familiar with the laws which directly affect his daily life and financial well-being and teachers are not exceptions.
- y. There should be special resource teachers in each elementary and secondary school, teachers who are trained in meeting the special needs of slow learners. Such teachers should assist the regular teachers in working with the slow learners for part of the school day and should also work with groups of slow learners in providing them with remedial instruction for the other part of the day.

- z. Regular teachers, both elementary and secondary, should be provided with in-service training in methods of motivating and helping slow learners. They should also be encouraged to take summer courses in ways of identifying and assisting slow learners.
- aa. The elementary and even the secondary-school teachers should have special in-service and summer school training in methods and procedures of teaching the extra bright students.
- bb. Before the new curriculum guide and related materials for teaching environmental protection are used in the schools at the elementary-school level, the teachers should be given in-service training in environment education. If this is not practical, then special, traveling, consultant-type teachers should be employed to go from school to school and teach this one subject to the students.
- cc. In-service training for the teachers and principals should be provided, especially those working with the non-graded primary units, to develop guidelines, agree on objectives, and attempt better coordination and articulation among different levels and schools.
- dd. A corps of local teachers needs to be trained to teach in the bilingual programs and in the high-school Chamorro language programs. This corps of teachers should have regular opportunities for in-service training.
- ee. The teachers must be sufficiently trained to encourage creativity in using the Chamorro language and also to teach about the history of Guam and about the Chamorro culture.
- ff. The same teachers in the elementary schools who are assigned to teach the Chamorro language should also be assigned to teach about the Chamorro culture and the history of Guam in order to build more adequate cultural pride and self-esteem in the native students.
- gg. An in-service or pre-service training program should be provided for all teachers who will specialize in teaching the Chamorro language and about the Chamorro culture.
- hh. Certification requirements for teaching on Guam should include at least a one-semester course which teaches about Pacific cultures and a one-semester hour course in Chamorro or Guamanian history.

- ii. In-service workshops should be provided in learning more about Pacific cultures and Guamanian history.
- jj. In-service training in career education is needed for teachers since much of this information can be given in the classrooms. Teachers who are aware of the need for career education and for vocational counseling can reinforce desirable attitudes and be of considerable positive influence upon their students.
- kk. There should be TESL and remedial reading teachers in all elementary schools, not just in the target schools.
- ll. There should be enough TESL teachers to provide all non-native English speaking students with at least 30 minutes per day of instruction in English as a second language.
- mm. There should be enough remedial reading teachers to provide all students who need extra help in reading with at least 30 minutes per day of remedial reading instruction.
- nn. Teacher aides especially trained in teaching oral English and reading to Chamorro students would be invaluable.
- oo. A program to provide in-service training to regular elementary school teachers in teaching English as a second language should be developed and implemented as quickly as possible. Such training should be required, not elective.
- pp. Until such a time as the bilingual program is expanded to all schools, (or an appropriate substitute program), non-native English speaking teachers in the primary grades should be members of a team containing at least one native English speaking teacher.
- qq. Workshops and other in-service training programs should be given on released time if at all possible. For example, one afternoon per month, children could be excused and the teachers required to attend workshops, idea-exchange meetings, etc.
- rr. Experts in the Chamorro language should be used to make teachers aware of the language patterns in English that native students will have the most difficulty in mastering.
- ss. Suitable standards should be set for the certification of remedial reading teachers.

- tt. More qualified TESL and remedial reading teachers must be recruited and/or trained as rapidly as possible.
- uu. Special education teachers should be used as resource people to help the regular teachers recognize and meet the emotional needs of children.
- vv. There should be in-service training for other secondary-school teachers designed to impress upon them the need to also teach English-language skills, regardless of their subject specialty, and to give them practical suggestions for filling this need.
- ww. Either the teachers should have in-service training in operating audio-visual equipment or students should be trained to serve as operators.
- xx. Teachers should have in-service training in kindly but firm ways of disciplining students. Teachers should be fair and friendly and work positively with students.

19. Transportation.

We believe:

- a. School bussing should be provided for scheduled after-school and evening school activities sponsored as part of the school's co-curricular program.

20. Vocational Education.

We believe:

- a. Surveys and studies should be conducted on Guam to assess local career and vocational opportunities.
- b. Adequate funds should be made available to collect a wealth of career information materials on jobs available both in Guam and in the United States. These materials should be geared to the reading levels of both elementary and secondary-school youngsters.
- c. A room or area should be made available in each school for students to come and browse through these career informational materials, preferably near the counseling area in the schools which have counselors.

- d. All of the junior high schools and the senior high schools, at least, should have career information courses to make full use of the available materials and to expose the students to available resource people from the community. As quickly as possible, a "world of work" program, or something similar to it, should be established in all of the elementary schools.
- e. The Department of Education should have a planned program to utilize the public communications media to convince the public in meaningful ways, the reasons why more students must be trained in vocational and technical areas, i.e., 8 out of 10 jobs will not require a college degree by the year 1980. The idea that a trade-oriented career can be satisfying and rewarding ought to be an accepted idea among the general public and among the students. The parents ought to accept their child's desire to pursue a non-college-oriented career.
- f. The Department of Education ought to be committed to this long-range public information goal and demonstrate that commitment with a full-time and well qualified Public Information Officer and a secretary to work along with and support the present Public Information Office in charge of the overall public-information plan.
- g. The public media ought to be involved in a positive way and in depth (not as it now is) in both the preparation and execution of the plan, perhaps on a consulting basis.
- h. This public-information program ought to include grass root contacts by staff members on a continuous basis.
- i. Both the public-information programs for the general public and the career-information programs for the students should aim at developing an appreciation for the "world of work." Too much emphasis in the past has been given to the professions which has resulted in undesirable attitudes on the part of the young people which need to be changed.
- j. Counselors need time to counsel with more emphasis upon vocational counseling.
- k. There should be at least one counselor per school who has specialized in vocational counseling to be assigned this specific responsibility.
- l. Career education and vocational counseling should begin in kindergarten and continue through the post-high school levels. These programs should be planned and organized with continuity of staff members to a much greater extent than at present.

- m. Potential drop-outs should be identified early and counseled into vocational programs where they can be successful and where they will see more practical benefit in going to school.
- n. Aptitudes of students should be identified early. Programs of vocational guidance are needed in the elementary schools as well as the junior and senior high schools.
- o. Comprehensive testing and counseling services related to career and vocational planning are needed for all students, but particularly the Chamorro students.
- p. A career development center in the high schools, and possibly in the elementary schools, could appropriately house both the counselors and the career informational materials. The coordinator of the center could also assist in keeping information current and possibly in providing placement services to students after training programs have been completed.
- q. Counselors at the elementary school level could direct the "world of work" program and the use of the career information materials in each grade. They should also be able to prevent many problems which fester in schools without counselors.
- r. There should be more vocational education programs offered by the regular high schools as well as a build up of the Guam Vocational and Technical High School.
- s. The Vocational and Technical High School should have programs for girls as well as for boys. They should also have some general education and physical education to make it more attractive to the boy students.
- t. Distributive Education, now offered only by the Vocational and Technical High School, should be added to the vocational programs offered by the regular senior high schools.
- u. Present programs in vocational skill training need to be upgraded and the overall vocational program needs to be expanded.
- v. There should be greater use made of civilian and military consultants in planning and implementing the expanded vocational education programs.
- w. Open entry and open exit should be an important feature of all vocational education training programs.

- x. Graduation requirements should be changed so every student will have the opportunity to gain at least one job-entry skill prior to graduation from high school, preferably one of his own choosing.
- y. Ideally, the vocational education program should expose students to a broad variety of jobs and careers and give them entry skills for as many as possible, especially those needed on Guam. Such programs should also encourage students to develop avocational skills and interests.
- z. The vocational programs, if at all possible, should offer students on-the-job training for part of the school day. Some apprenticeship programs are needed.
- aa. Work experience coordinators should be given realistic work loads.
- bb. Good use of the equipment and facilities provided should be made. Evening, Saturday, and summer programs should be the rule rather than the exception. Information about these classes ought to be advertised not only to students but to interested adults in the community.
- cc. There should be periodic research to check the correlation between present vocational education programs and current and future job opportunities.
- dd. Periodic evaluation is also needed to measure the effectiveness of the training programs.
- ee. New courses and programs of vocational-technical education should be added to meet the needs determined by the most recent research findings.
- ff. Quality vocational programs will help to reduce the number of students who drop out of school. Such programs will also assist in curtailing some of the disciplinary problems by making school more practical and relevant in the eyes of both students and parents.
- gg. Class periods devoted to vocational-technical education should be longer than a regular class period.
- hh. Homemaking or business education or something similar ought to be required of all girls just as vocational or technical education ought to be required of all boys.
- ii. Some programs are needed which will offer training in such things as hotel management, food services, retail selling, etc.

- jj. It may help redirect the thinking of young people towards the dignity of all work if they were given opportunities to go into the community as part of school and observe various people at work and perhaps even participate a little themselves in a limited way.
- kk. Some of the vocational students should be used to make repairs in the schools themselves and to keep the facilities in good order and the equipment functioning properly.
- ll. This consumer-education class is supportive of the career-education concept. Perhaps there can be some coordination of efforts between the two programs.